

Message Text

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SUBJECT: FY 1979 INTERNATIONAL NARCOTICS CONTROL CON-
GRESSIONAL PRESENTATION

SUMMARY: THIS MESSAGE PROVIDES GUIDANCE TO NCAP COUNTRIES
ON THE PREPARATION AND SUBMISSION OF INFORMATION REQUIRED
FOR THE FY 79 CONGRESSIONAL PRESENTATION (CP) WHICH IS NOW
BEING PREPARED BY THE DEPARTMENT.

THE GUIDANCE IS DIVIDED INTO TWO PARTS: I. SPECIFIC
GUIDELINES FOR INDIVIDUAL POSTS, AND II. GENERAL GUIDELINES
FOR ALL NCAP POSTS.

MISSIONS ARE REQUESTED TO SUBMIT THEIR RESPONSES IN THREE
SECTIONS: (1) AN OVERVIEW OF THE COUNTRY NARCOTICS
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SITUATION; (2) INDIVIDUAL REPORTS ON EACH INC-FUNDED PROJ-
ECT OR ACTIVITY IN THE COUNTRY; (3) IF APPLICABLE, PROPOSALS
FOR NEW PROJECTS/ACTIVITIES.

YOU ARE ASKED TO TELEGRAPH EACH SECTION OF THE SUBMISSION
AS IT IS COMPLETED. THE COMPLETE PACKAGE IS DUE IN THE
DEPARTMENT NO LATER THAN DECEMBER 15, 1977. WHILE SOME OF
THE INFORMATION REQUESTED WILL NOT NECESSARILY BE INCLUDED

IN THE UNCLASSIFIED CONGRESSIONAL PRESENTATION, IT IS

NEEDED BY S/NM TO PROVIDE A BASIS FOR PROGRAMMING DECISIONS AND OTHER REPORTS TO THE CONGRESS. END SUMMARY.

I. SPECIFIC GUIDELINES.

IN OUR VIEW BY FY 1979, WITH THE PRELIMINARY WORK BEING CARRIED OUT BY MIKE DEMETRE WELL UNDER WAY, WE SHOULD EXPECT THE GOVERNMENT OF AFGHANISTAN TO AT LEAST BEGIN ENFORCING A BAN ON OPIUM GROWING IN THOSE AREAS IN WHICH IT IS POLITICALLY FEASIBLE.

IN CONNECTION WITH A ZERO BASE BUDGETING EXERCISE FOR OMB, THE PROJECT COVERED BELOW WAS DRAWN UP FOR AFGHANISTAN WITHOUT BENEFIT OF INPUT FROM YOUR POST. IT IS FORWARDED TO YOU FOR YOUR INFORMATION ONLY. POST IS NOT BOUND EITHER BY THE CONTENT OR FUNDING LEVELS OF THE PROJECT. WITH THE PROVISION OF FUNDS THROUGH UNFAC FOR THE BADA KSHAN PROVINCE TREATMENT PROJECT, A BILATERAL PROJECT WILL NO LONGER BE REQUIRED. UNDER THE ZBB, FY 1979 LEVELS FOR AFGHANISTAN WERE DOLLARS 1,363,000 (PACKAGES I AND II) AND DOLLARS 1.8 MILLION (PACKAGES III AND IV).

FOLLOWING IS ZBB SUBMISSION:

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"THIS PROJECT IS PREMISED ON THE ASSUMPTION THAT THE GOVERNMENT OF AFGHANISTAN DURING FY 1978 WILL HAVE BEGUN EFFORTS TO GRADUALLY REDUCE THE EXTENT OF OPIUM GROWING WITHIN THE COUNTRY. OUR ASSISTANCE TO THIS EFFORT WILL BE MULTIFACETED.

"RESTRICTING POPPY GROWING WILL HAVE AN ADVERSE IMPACT IN CERTAIN GROWING AREAS WHICH WILL REQUIRE THAT OFF-SETTING ECONOMIC DEVELOPMENT TAKE PLACE. OUR ASSISTANCE WILL NOT FINANCE SUCH DEVELOPMENTAL PROJECTS, BUT WILL BE USED FOR CONSULTANTS TO HELP PLAN AND "SELL" THE PROJECTS TO OTHER DONORS (DOLLARS 300,000).

"IN ORDER TO ENFORCE ITS BAN ON POPPY GROWING IN SELECTED AREAS, THE GOVERNMENT WILL REQUIRE MEANS OF BOTH MONITORING THE BAN AND MOVING PERSONNEL TO ENFORCE THE BAN. THE INPUTS INCLUDE ONE SURVEILLANCE/INTERDICTION HELICOPTER AND VEHICLES FOR TRANSPORT OF PERSONNEL INCLUDING SPARE PARTS AND TECHNICAL ASSISTANCE FOR MAINTENANCE (DOLLARS 1,000,000). ASSISTANCE WILL BE REQUIRED TO TRAIN MEMBERS OF BOTH AFGHAN CUSTOMS AND THE ANTI-SMUGGLING UNIT OF THE NATIONAL POLICE (DOLLARS 300,000). ALL NARCOTICS CONTROL

ACTIVITIES IN AFGHANISTAN WILL BE MESHED WITH AND COMPLEMENT ONGOING PROGRAMS OF THE UNFAC.

"PROGRESS/TIMING: THE GOVERNMENT OF AFGHANISTAN WILL BE MAKING ITS EFFORT AT REDUCING POPPY GROWTH. POLITICALLY, THIS WILL INVOLVE A CONSIDERABLE COMMITMENT.

"HOST COUNTRY INVOLVEMENT: THE GOA WILL BE COMMITTING THE NECESSARY MANPOWER FOR BOTH INTERDICTION OF TRAFFICKING, ENFORCEMENT OF THE LIMITED BAN, AS WELL AS THE RESOURCES OF VARIOUS MINISTRIES TO ENGAGE IN DEVELOPMENT PLANNING."

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II. GENERAL GUIDELINES

(1) COUNTRY NARCOTICS OVERVIEW. INFORMATION CONTAINED IN KABUL'S A-51, DATED JUNE 8, 1977, AND THE MOST RECENT NARCOTICS ASSESSMENT AND STRATEGY PAPER WILL BE USED HERE AS FAR AS PRACTICABLE IN COMPLETING THE COUNTRY NARCOTICS PROFILE. YOU ARE REQUESTED TO CONFIRM THAT THE INFORMATION CONTAINED IN THOSE DOCUMENTS REMAINS VALID AND CURRENT, AND TO CHANGE AND UPDATE IT TO THE EXTENT NECESSARY. THE MISSION OVERVIEW SUBMISSION ALSO SHOULD POINT OUT CHANGES, NEW DEVELOPMENTS, AND DETECTABLE TRENDS DURING THE PAST YEAR, AND GIVE REASONS FOR THEM IF KNOWN. ESPECIALLY VALUABLE ARE EXAMPLES WHICH CONTRAST CURRENT AND PAST CONDITIONS. AMONG THE SUBJECTS TO BE ADDRESSED ARE:

A. THE PROBLEM. BRIEFLY SUMMARIZE THE OVERRIDING NARCOTICS PROBLEM OF THE COUNTRY.

B. U.S. INTEREST. THIS IS A CONCISE STATEMENT OF WHAT THE U.S. HOPES TO ACHIEVE IN THE COUNTRY IN A JOINT EFFORT WITH THE HOST GOVERNMENT.

C. STRATEGY. DISCUSS LONG-TERM AND SHORT-TERM OBJECTIVES, AND MISSION PLANS AND RECOMMENDED ACTIONS FOR REACHING THEM.

D. PROGRESS TO DATE. ACCOMPLISHMENTS AND SETBACKS, ESPECIALLY DURING THE PAST YEAR.

E. CONSTRAINTS. DISCUSS CONSTRAINTS WHICH OPERATE AGAINST NARCOTICS CONTROL EFFORTS.

F. COMMITMENT. EXTENT OF COMMITMENT OF HOST GOVERNMENT
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LEADERSHIP TO NARCOTICS CONTROL, INCLUDING EXTENT OF EMPLOYMENT OF THEIR OWN RESOURCES. COMPARE WITH PREVIOUS

YEARS THE LEVEL OF GOVERNMENT BUDGET DIRECTED AT NARCOTICS CONTROL, AND THE MANPOWER INVOLVED.

G. ATTITUDES. ATTITUDE OF GOVERNMENT OFFICIALS, CIVIC GROUPS, GENERAL PUBLIC, AND NEWS MEDIA TOWARD LOCAL AND INTERNATIONAL DRUG ABUSE. DEGREE OF AWARENESS OF INTERNATIONAL NARCOTICS PROBLEM. DISCERNIBLE CHANGE IN ATTITUDES?

H. PARTICIPATING U.S. AGENCIES. DESCRIBE ACTIVITIES AND INPUTS BY ALL U.S. AGENCIES IN THE COUNTRY NARCOTICS PROGRAM DURING THE PAST YEAR, AND RECOMMENDED EXTENT OF FUTURE ACTIONS OF EACH AGENCY. INCLUDE DEA, CUSTOMS, AID, USIS, AGRICULTURE, ETC.

I. OTHER DONORS. EXPLAIN ROLE OF OTHER DONORS AND INTERNATIONAL ORGANIZATIONS IN COUNTRY NARCOTICS PROGRAM.

J. FUTURE OUTLOOK. A CANDID ESTIMATE OF WHAT MAY BE EXPECTED IN THE LOCAL NARCOTICS SCENE AND THE PROGRAM TO CONTROL NARCOTICS IN THE COMING YEAR AND BEYOND.

K. RECOMMENDED WASHINGTON ACTION. PROPOSE SPECIFIC ACTIONS WHICH SHOULD BE INITIATED BY THE DEPARTMENT OR OTHER U.S. GOVERNMENT ENTITIES IN SUPPORT OF THE NARCOTICS CONTROL EFFORT.

(2) PROJECT DATA SHEETS

SEPARATE DATA SHEETS COVERING EACH INC-FUNDED NARCOTICS CONTROL PROJECT OR ACTIVITY ARE REQUIRED FOR THE CONGRESSIONAL PRESENTATION. FOLLOWING ARE THE TOPICS TO BE COVERED FOR EACH PROJECT:

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A. PROJECT GOAL. A SIMPLE, ONE-SENTENCE STATEMENT OF THE PURPOSE OF THE PROJECT, EXPRESSED IN TERMS OF RESULTS TO BE EXPECTED AT THE END OF THE PROJECT. SINCE THE PROJECT PRESUMABLY ADDRESSES A PARTICULAR PROBLEM, THE GOAL IN MOST CASES WILL BE AN INVERTED STATEMENT OF THE PROBLEM. FOR EXAMPLE, IF DRUG TRAFFICKING IS FLOURISHING BECAUSE OF AN INEFFECTUAL NARCOTICS BUREAU, THE PROJECT GOAL IS: "TO DEVELOP AN ENFORCEMENT CAPABILITY WITHIN THE NARCOTICS BUREAU TO EFFECTIVELY CONTROL ILLEGAL TRAFFICKING IN NARCOTICS." AVOID GOAL STATEMENTS WHICH BEGIN, "TO ASSIST THE GOVERNMENT OF, ETC." ASSISTANCE IS NOT THE GOAL. END RESULTS ARE WHAT WE ARE AFTER IN THE GOAL STATEMENT, NOT THE MEANS FOR REACHING THEM. "TO IMPROVE, STRENGTHEN, UPGRADE, MAKE VIABLE," ARE FUZZY TERMS WHICH LACK SPECIFICITY.

B. PROJECT OBJECTIVES. THESE ARE THE TIME-PHASED SUB-GOALS WHICH GUIDE THE PROJECT TO ACHIEVEMENT OF ITS STATED PURPOSE. OBJECTIVES ARE FORMULATED AS A STATEMENT OF RESULTS OR IMPACT WHICH WILL BE ACHIEVED BY A SPECIFIED TIME. IN THE SAMPLE GOAL ABOVE, SOME OBJECTIVES MIGHT BE:
"TACTICAL COMMUNICATIONS SYSTEM SUPPORTING NARCOTICS ENFORCEMENT OPERATIONS AGAINST MAJOR TRAFFICKERS BY (DATE).
"EFFECTIVE CONTROLS TO PRECLUDE SMUGGLING OF NARCOTICS THROUGH INTERNATIONAL AIRPORTS, FUNCTIONING BY (DATE).
"REPORTING AND RECORDS SYSTEM COVERING ALL NARCOTICS ACTIVITIES, IN USE BY (DATE). "FULLY EQUIPPED AND STAFFED LABORATORY, SUPPORTING NARCOTICS INVESTIGATIONS BY (DATE),, ETC." BE CAREFUL NOT TO CONFUSE PROJECT INPUTS WITH

PROJECT OBJECTIVES. INPUTS ARE PUT INTO PROJECTS TO REACH OBJECTIVES. IN THE AIRPORT OBJECTIVE ABOVE, ONE OF THE INPUTS MIGHT BE 20 CUSTOMS AGENTS TRAINED IN NARCOTICS LIMITED OFFICIAL USE
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DETECTION. THEIR TRAINING REPRESENTS PROGRESS TOWARD THE OBJECTIVE. LIST ALL SIGNIFICANT PROJECT OBJECTIVES AND THE TARGET DATE OF COMPLETION FOR EACH.

C. PROGRESS TO DATE. DESCRIBE SPECIFIC PROJECT ACHIEVEMENTS, INCLUDING PROGRESS TO DATE TOWARD EACH PROJECT OBJECTIVE. IF ACHIEVEMENTS COVER MORE THAN ONE YEAR, IDENTIFY THEM BY YEAR. PROGRESS AND ACHIEVEMENTS NEED NOT BE CONFINED TO STATISTICS, BUT AS FAR AS POSSIBLE SHOULD ALSO INCLUDE BEHAVIORAL AND QUALITATIVE INDICATORS OF PROGRESS.

D. EXPECTED ACCOMPLISHMENTS DURING THE COMING YEAR (FY 1978). THIS SHOULD INCLUDE ACCOMPLISHMENTS IN ALL ACTIVITIES RELATED TO THE PROJECT, AS WELL AS NEW INITIATIVES WHICH WILL BE UNDERTAKEN WITHIN THE PROJECT DURING THE COMING YEAR. EXPECTED ACCOMPLISHMENTS IN FY 79 ALSO SHOULD BE LISTED.

E. PROBLEMS AND CONSTRAINTS AFFECTING THE PROJECT. A CANDID APPRAISAL OF THESE IMPEDING FORCES SERVES TO PLACE THE PROJECT IN PERSPECTIVE. DESCRIBE EFFORTS TO OVERCOME THEM, AND PROGRESS, IF ANY.

F. COOPERATING COUNTRY CONTRIBUTION TO THE PROJECT. THIS PROVIDES A MEASUREMENT OF THE COOPERATING COUNTRY'S COMMITMENT TO THE PROJECT AND ITS OBJECTIVES. CONTRIBUTIONS MAY BE IN THE FORM OF PERSONNEL, SALARIES, PER DIEM, OPERATING BUDGET, STORAGE AND MAINTENANCE FACILITIES, OFFICE SPACE, TRAINING, ETC. IDENTIFY EACH CONTRIBUTION BY TYPE, AND GIVE AN ESTIMATED DOLLAR VALUE OF THE TOTAL.

G. TRAINING. IF NOT INCLUDED IN THE INFORMATION PROVIDED UNDER OTHER HEADINGS, SUMMARIZE PROJECT-RELATED TRAINING ACTIVITIES DURING THE PAST YEAR, AND PLANS FOR THE COMING YEAR.

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H. OTHER DONORS. DESCRIBE PARTICIPATION BY OTHER DONORS IN NARCOTICS CONTROL ACTIVITIES WHICH RELATE TO THIS PROJECT. INCLUDE THIRD COUNTRIES AS WELL AS INTERNATIONAL ORGANIZATIONS.

I. FY 79 PROGRAM. BRIEFLY OUTLINE PROJECT PLANS FOR FY 79 AND INCLUDE A DESCRIPTION OF PROPOSED INC-FUNDED ELEMENTS OF THE PROJECT, WITH ESTIMATED COST (IN THOUSANDS OF DOLLARS) OF EACH COMPONENT.

J. FUNDING TABLES. THE TABULAR FORM USED IN THE FY 77 CONGRESSIONAL PRESENTATION WILL BE USED THIS YEAR TO RECORD ESTIMATED DOLLAR COSTS (IN THOUSANDS) OF EACH PROJECT. IN THIS TABLE, COST COMPONENTS ARE LISTED AS FOLLOWS:

(A) U.S. TECHNICIANS, (B) LOCAL PERSONNEL, (C) PARTICIPANTS, (D) COMMODITIES, AND (E) OTHER COSTS. THE COST IN EACH COMPONENT IS BROKEN DOWN UNDER THESE HEADINGS:

(1) DIRECT INC, (2) CONTRACT OR OTHER AGENCY, AND (3) TOTAL.

COST ESTIMATES FOR EACH ONGOING PROJECT ARE NEEDED FOR EACH OF THE FOLLOWING YEARS: FY 78, FY 79, AND "OTHER FUTURE YEARS." THE FY 78 FIGURES SHOULD REPRESENT A REALISTIC ESTIMATE OF FUNDING REQUIREMENTS FOR THE CURRENT FISCAL YEAR, AS REVISED FROM THE BUDGETED FIGURES FOR FY 78. FOR EACH PROJECT, ALSO REPORT TOTAL OBLIGATIONS, EXPENDITURES, AND UNLIQUIDATED BALANCES IN EACH COMPONENT THROUGH SEPTEMBER 30, 1977.

(3) NEW PROJECTS

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PROPOSALS FOR NEW PROJECTS ALSO SHOULD BE INCLUDED IN THE MISSION SUBMISSION, IF FUNDING FOR THEM IS EXPECTED TO BEGIN IN FY 79. IT MAY BE POSSIBLE TO BEGIN SOME NEW PROJECTS IN FY 78, IF REVISION OF THE FY 78 BUDGET FREES SUFFICIENT FUNDS FOR THAT PURPOSE. CRITERIA FOR SELECTION OF PROJECTS TO BEGIN IN FY 78 WOULD INCLUDE: FEASIBILITY OF FY 78 STARTING DATE, URGENCY OF PROJECT, QUALITY AND EXTENT OF PROJECT PLANS, COMMITMENT OF COOPERATING COUN-

TRY TO PROJECT, AND AVAILABILITY OF FUNDS.

LISTED BELOW ARE TOPICS TO BE COVERED IN NEW PROJECT PROPOSALS. WHEN HEADINGS DUPLICATE THOSE FOR ONGOING PROJECTS, REFER TO EARLIER INSTRUCTIONS FOR COMPLETION. NEW PROJECT OUTLINES SHOULD CONTAIN ALL INFORMATION NECESSARY TO PROVIDE A SUFFICIENT BASIS FOR JUDGMENT IN THE DEPARTMENT'S PROJECT REVIEW AND APPROVAL PROCESS.

A. BACKGROUND AND RATIONALE FOR PROJECT. THIS SHOULD INCLUDE DISCUSSION OF THE SPECIFIC PROBLEM WHICH THE PROJECT ADDRESSES, RELATIONSHIP OF THE PROJECT TO THE OVERRIDING NARCOTICS PROBLEM OF THE COUNTRY AND TO U.S. STRATEGY, AND COMMITMENT OF THE COOPERATING COUNTRY TO THE PROJECT. INCLUDE SUFFICIENT INFORMATION TO MAKE THE PROJECT UNDERSTANDABLE TO THE READER WHO HAS NO PREVIOUS KNOWLEDGE OF IT.

B. PROJECT GOAL.

C. PROJECT OBJECTIVES.

D. PROGRESS TO DATE. FOR NEW PROJECTS, DESCRIBE CURRENT STATUS OF THE SITUATION OR PROBLEM WHICH EACH OBJECTIVE ADDRESSES.

E. HOW DOES THE PROJECT RELATE TO OTHER EFFORTS WITHIN THE COUNTRY BY THE USG, HOST GOVERNMENT, OR OTHERS?
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F. PROBLEMS AND CONSTRAINTS. DESCRIBE FORCES OUTSIDE THE PROJECT'S CONTROL WHICH MIGHT IMPEDE ITS PROGRESS OR SUCCESS.

F. COOPERATING COUNTRY CONTRIBUTION TO PROJECT.

G. U.S. CONTRIBUTION TO PROJECT. DESCRIBE THE VARIOUS U.S. INPUTS, INCLUDING PERSONNEL, COMMODITIES, TRAINING, ETC., THE YEARS IN WHICH THEY ARE REQUIRED, AND THEIR ESTIMATED DOLLAR COST. SHOW DIRECT LINKAGE OF INPUTS TO PROJECT OBJECTIVES.

H. CONTRIBUTION OF OTHER DONORS TO PROJECT. DESCRIBE, AND GIVE ESTIMATED DOLLAR VALUE.

I. FY 79 PROGRAM. OUTLINE PROJECT IMPLEMENTATION PLANS AND ACTIONS WHICH WILL BE UNDERTAKEN DURING THE FIRST YEAR OF THE PROJECT.

J. FUNDING. IN THE FUNDING TABLE, LIST ESTIMATED INC-FUNDED DOLLAR COSTS OF THE PROJECT, BY COMPOENT, IN FY 79,

FY 80, AND OTHER FUTURE YEARS. ALSO STATE THE FISCAL YEAR
OF ESTIMATED FINAL OBLIGATION OF INC FUNDS, AND THE ESTI-
MATED YEAR OF PROJECT COMPLETION. PROJECTS ARE DESIGNED
WITH A U.S. FUNDING LIMITATION OF FIVE YEARS. VANCE

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